



2017 GREENVILLE POLICE DEPARTMENT COMMUNITY PROBLEM-ORIENTED POLICING PLAN



GREENVILLE POLICE DEPARTMENT

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Community Problem-Oriented Policing Philosophy

The Greenville Police Department's (GPD) strategic plan for 2016-2021 pledges police-community collaboration to prevent crime, promote safety, and enhance the quality of life for our residents.

Our primary goal is to reduce neighborhood crime and disorder by providing services that resolve conflict, mitigate problems, reduce nuisances, and generally improve the quality of life within our neighborhoods and city. The Greenville Police Department embraces a policing philosophy that incorporates targeted enforcement strategies with prevention and intervention efforts to reduce the opportunity for crime to occur.

Police are held responsible for a range of crime and disorder complaints that cannot be adequately handled by arrest or taking reports. Problem-oriented policing (Goldstein, 1990) is based on three main principles:

- **Problem solving.** Police are responsible for more than law enforcement; and, the work of police is to address the community's public safety and security concerns.
- **Solutions.** Officers have insight into the causes of crime, and must play an integral role in developing responses.
- **Engagement.** There are numerous interests at stake in responding to crime problems. Therefore, police personnel should be deliberate, thoughtful, and rely upon rigorous problem analysis; and, police should seek solutions in partnership with the community. (Scott, 2012)

The Greenville Police Department employs two major strategies to reinforce geographic ownership

through Community Problem-Oriented Policing (CPOP). The first is data-driven assignment of long term, dedicated patrol officers within zones; the second is using problem solving methods to address underlying causes of crime and disorder.

In GPD's model, patrol officers are assigned to zones on a long term basis, promoting geographic ownership of policing issues, people, residences, and businesses. CPOP then builds upon officers' familiarity and knowledge of their regularly assigned patrol areas.



Understanding the locations, offenders, and crime problems allows officers to detect unusual activities. It also provides the foundation for strengthening community-police relationships as officers are expected to become familiar, and more approachable, to residents. Community groups and residents subsequently can become more willing to build trusting relationships with officers invested in their neighborhoods.

CPOP is based on the premise that the primary role of the police is to promote and maintain safe neighborhoods. However, the police cannot do this work alone. Residents and businesses must work



with the police to apply prevention, intervention, and enforcement strategies within neighborhoods that will help make them safer. CPOP is a community-oriented approach to policing that relies on developing trusted partnerships to provide a wide range of services that can improve public safety in neighborhoods. In pursuing a safer Greenville, police are dedicated to community concerns and collaborate with residents, businesses, and organizations to systemically and comprehensively address crime and disorder.



Limitations of Current Crime Deterrent Strategies (based on Bellmio, 2016)

Greenville's current community policing efforts rely upon a specialized unit to handle community engagement while the majority of our patrol force evenly staffs the nine city beats 24/7. Police supervisors are responsible for managing concerns citywide. Due to inadequate staffing during times of high call volume, officers are dispatched across assigned police beats to handle calls. Unsurprisingly, accountability for neighborhood concerns become secondary to 911 call response.

Recent workload staffing analysis allows redistribution of police personnel to staff calls during peak call volume hours in the afternoons and evenings without hiring additional personnel. Assignment of command staff and officers to four zones promotes accountability to and for community problems – both inside and outside the Greenville Police Department. Redistricting and adoption of CPOP ensures a clear chain of command; enforces problem solving to decrease crime and disorder; and encourages collaboration with neighborhoods and organizations. Our plan is to build long-lasting relationships with our community, promote problem solving, reduce crime, and ensure a safe and secure Greenville.

Traditional police organizations emphasize arrest as their primary crime fighting goal. Despite the best

efforts of those who promote arrest as an agency's primary crime reduction strategy, arrest rates focus on only a very small part of the crime problem. Since punishment is only a deterrent when it is swift and sure, and the likelihood that the average offender will be caught is simply not very high, we must pursue additional identification and interdiction strategies. (Bellmio, 2016)

Because so much crime is either unreported or unsolved, prevention and intervention are as important as enforcement. By recognizing that arrest is not the only solution to crime problems, more people can be encouraged to participate in crime reduction to help design and carry out intervention and prevention programs.

Traditionally, police are largely treated as experts who know all the answers to crime in neighborhoods. Citizens are encouraged to observe and report, but are rarely invited to work with the police and other community agencies to help identify causes and solutions to neighborhood problems that often result in crime and disorder. As we move from a traditional arrest-based model to one based on problem solving, the community needs to become an influential partner in neighborhood safety.



Career Criminal Emphasis - Effective enforcement relies on the types of offenders who are arrested, not just on numbers of arrests. Within our city, repeat and serious offenders constitute much of our crime problem. Drug traffickers, gangs, juveniles, and those at risk of gang entry threaten community security and well-being. GPD must investigate and propose strategies that identify serious, prolific, and violent offenders and, with the participation of the community, hold the offenders accountable using mechanisms such as electronic monitoring and focused deterrence activities. Focused deterrence increases the certainty of police interdiction by identifying serious and prolific offenders and locations, improving criminal justice communication and coordination, and enacting consequences for continued criminal activity.

Multidisciplinary Intervention - Working with the public, social services, public health, mental health and addiction treatment services, housing authorities, and criminal justice entities, we can identify alternatives to crime through Chronic Offender Intervention and Community Engagement (CHOICE), collaborating to address the culture of violence and victimization. Dollars spent on education,

public health, mental health, recreation, parole, probation, and employment programs need to address problems that impact crime in communities. There are many examples of communities who have adopted “wrap around” services for high risk families that are delivered by unified case plans shared by service providers. GPD’s GRAVITY program is an example, whereby at-risk juveniles are provided with services, supervision, and opportunities in an effort to prevent future criminal behavior.

Targeted Prevention Efforts - The public health field model uses information to focus on people who are at risk of becoming sick. In addition to treatment after illness already occurs, their emphasis includes disease prevention and promotion of healthy practices. Similarly, targeted crime and disorder prevention can use the public health model as a guide, whether looking at individual behaviors that foster crime or looking at the environment. As an example, Crime Prevention Through Environmental Design (CPTED) has gained widespread acceptance among planners and architects as a set of principles that can be used to make the built neighborhood environment and the people who live there less vulnerable to crime.



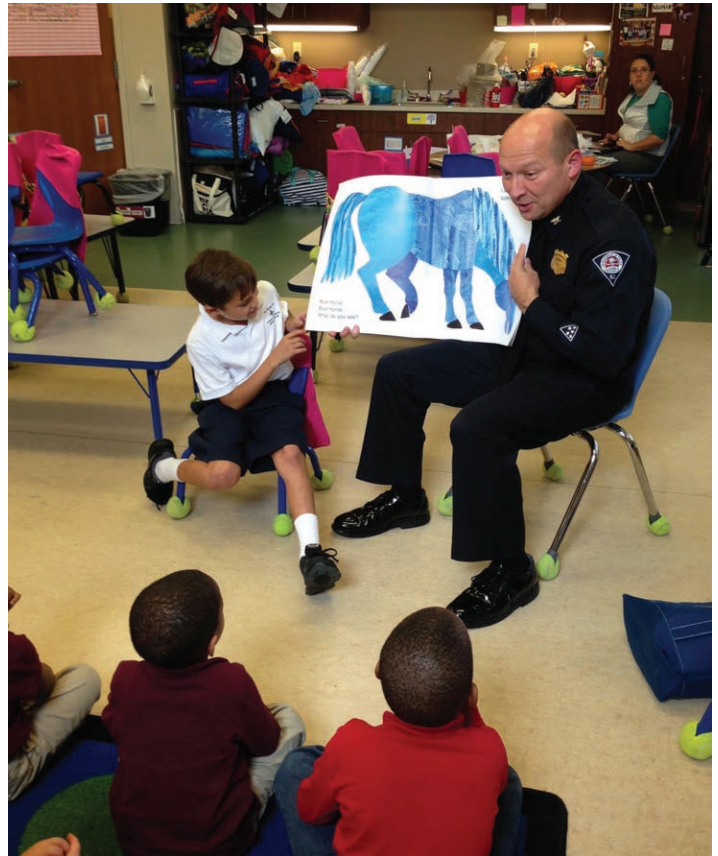


CPOP Structure

The public has clear service delivery expectations. This includes responsive patrol teams within delineated geographic zones, along with full and professional service. Adopting data-driven patrol deployment will put the right number of personnel on duty to match service demands. Patrol workload data can also be used to create more proactive time away from calls for service to address conditions in patrol beats. Analysis of patrol workload, deployment and staffing needs identifies changes that need to be made in managing calls for service, zone design, and scheduling personnel for duty (Bellmio, 2016). Recommendations made on patrol staffing levels and improvements in the deployment of patrol personnel are being implemented. Four patrol zones are needed in Greenville (see Appendix A for map).

Geographic deployment of patrol personnel required significant study to balance workload. Call volume and length of call, along with number of units dispatched to the call, were part of the data set used to calculate and then distribute the call volume among the four police zones. Beats were realigned along major roadways and the committee was careful to keep neighborhoods intact.

Current patrol areas were designed to help establish zone ownership on the part of patrol officers. Zones were designed to take into account neighborhood characteristics as well as service time. Numbers of officers assigned to zones are matched to workload so that cross-zone dispatching can be kept to a minimum. While GPD has for many years assigned patrol officers to beats to promote ownership of the policing issues within them, it has not actively reinforced the ownership model. GPD plans to implement CPOP as a way to build on the strengths of that history and advance the community-police partnership.



Patrol supervisors and managers must be given the authority and the information needed to manage patrol staff time, and need to be held accountable for use of staff time to address neighborhood problems. To properly implement CPOP, Greenville will need a patrol force that has:

- 35% of its time spent handling calls for service from the public
- 25% of its time available for administrative tasks, which includes court time, meal breaks, and other tasks
- 40% of its time available for officer initiated activity and problem solving. This is time used for activities associated with crime and disorder control goals or delivering other services to the community.



CPOP Roles and Leadership

With data, intelligence, and research-based best practices as our guide, GPD will introduce innovative ways to prevent crime and promote safety. Using the Scan, Analyze, Respond, Assess (SARA) problem solving model, police will understand and evaluate repeat and nuisance locations, victims, and offenders in order to respond to neighborhood crime and disorder challenges.

Matching staffing to workload by time of day, day of week, and geographic zone is vital to making time available for patrol officers to focus on problems in neighborhoods during prime times for working with the community. The following are critical deployment and execution concerns that are vital to the success of the CPOP plan. Below are examples of the type of responsibilities, but they should not be perceived as a complete or comprehensive list.



Responsibilities

I) Command Staff

- Be fluent in CPOP and the goals and objectives outlined in the Greenville Police Department strategic plan.
- Ensure that resources (e.g. data analyses, people, equipment) are available to geographic zones.
- Collaborate and share information between divisions and units.
- Actively mentor and support training of personnel throughout the transition to CPOP.
- Objectively evaluate successes and failures of problem-oriented policing projects.
- Hold all department personnel accountable for CPOP assignments and projects.
- Modify the performance evaluation system to fit assignments and the expanded role of patrol officers.
- Review promotional processes to ensure that candidates are prepared to lead CPOP projects effectively.
- Maintain open and effective communication about CPOP with neighborhood leaders, City government, the community, and the media.



2) Captain – Operations

- Serve as the functional director for patrol/operations CPOP efforts.
- Oversee the progress of CPOP projects.
- Work with Strategic Planning & Analysis (SP&A) Director to organize, measure, and document CPOP activities.
- Use CAD data to regularly evaluate how officers spend their time.
- Coordinate resources from other units needed during operations, such as Community Response Team (CRT), Narcotics/Vice, and Traffic.

3) Zone Lieutenants

- Serve as the Project Managers within each Zone; be accountable for Zone activities and progress.
- Be fluent in CPOP and the goals and objectives outlined in the Greenville Police Department strategic plan.
- Ensure that problems are evaluated appropriately using the SARA model (see Appendix C as an example) and that solutions are practical and data and research driven.
- Become proficient in Problem-Oriented Policing (POP) research and POP action plans.
- Work with the community to develop a policing plan for the Zone that identifies neighborhood priorities, prevention projects, and goals for strengthening partnerships with key public and private service providers.
- Develop specific crime reduction strategies around emerging hot spots.
- Participate in monthly Compstat meetings to review Zone activities.
- Maintain contact with neighborhood leaders to get feedback on progress in addressing problems and police efforts to work with the community.
- Use patrol activity data from CAD records to evaluate how team members handle calls for service, time spent on proactive work such as problem solving, and time dedicated to administrative tasks.
- Direct and track the work of courtesy officers within each Zone.
- Request specialty units for targeted prevention, intervention and enforcement activities (such as CRT, Narcotics/Vice, and Traffic).



4) Zone Sergeants

- Serve as the functional manager of each shift of personnel.
- Identify, document, and communicate Zone problems for CPOP attention.
- Task personnel with focused and achievable problem solving activities.
- Maintain accountability for personnel.
- Sustain staffing levels to ensure CPOP success.
- Actively monitor patrol officers to ensure that proactive work is completed and documented.
- Ensure officer involvement/engagement in and with the community.
- Regularly engage with community members and businesses.
- Collaborate with Command in determining appropriate CPOP solutions.
- Participate in monthly Compstat meetings to review crime and disorder.

5) Patrol

- Utilize an average of 40% of patrol time for proactive work on problems in neighborhoods and business corridors.
- Routinely interact with members of the community to identify, understand and address matters of public safety.
- Identify chronic locations, offenders, and victims.
- Outline crime and disorder problems within the Zone and propose potential solutions to supervisor.
- Identify CPOP opportunities and activities, and report those opportunities, activities and task results to supervisor.

6) Community Response Team (CRT)

- Assign personnel as liaisons to communities within each Zone.
- Work with members of the community to identify and resolve or mitigate problems of crime and disorder.
- Provide personnel and resource support for specific problem-oriented policing solutions within Zones and citywide operations.
- Use crime and intelligence analysis data to focus on top locations and individuals.
- With the assistance of SP&A, use data and research to identify, develop or engage in prevention and intervention programs, inside and outside GPD, to address repeat victimization, problem locations and prolific/serious offenders.
- Identify, track and intervene with prolific/serious offenders to reduce recidivism.
- Lead community outreach programs and activities for GPD.



7) Investigations (Violent Crime, Property Crime, and Narcotics/Vice)

- Assign personnel as liaisons to each Zone.
- Identify prolific/serious offenders and suspects; provide SP&A with information identifying top offenders, associates, and problem locations.
- With SP&A, identify, develop and engage in prevention and intervention programs, inside and outside GPD, to address repeat victimization, problem locations and prolific/serious offenders.
- Engage in focused deterrence activities.
- Provide personnel and resource support for specific problem-oriented policing solutions within Zones and citywide operations.

8) Traffic

- Assign personnel as liaisons to each Zone.
- Communicate with Zone lieutenants and sergeants regarding hot spots and targeted traffic enforcement activities.

9) Strategic Planning & Analysis (SP&A)

- Assist personnel with their problem solving efforts by providing data, analysis, research support, and ideas.
- Provide assistance with developing CPOP intervention plans.
- Maintain copies of CPOP plans, deliverables, and performance measures.
- Compile and report crime and intelligence analysis data to focus problem solving operational activities.
- Devise community problem-oriented policing performance measures and scientifically evaluate CPOP projects.
- Identify and track prolific and chronic offenders within the region; ensure information is communicated effectively to support CHOICE and other initiatives to effectively reduce recidivism.
- Perform regular analyses to detect hotspots, repeat call locations, patterns and trends of crime and communicate them to responsible personnel in affected divisions.
- Provide analytic support during Compstat meetings.
- Strengthen the analytical capabilities of operational personnel.
- Yearly, analyze patrol workload CAD data for efficiency and for changes in call volume or patterns; provide results to supervisors and managers.
- Monthly, produce reports assessing the level of cross-Zone dispatching.





I0) Dispatch

- Depending on the nature of the call, help keep officers in their assigned Zones by avoiding cross-Zone dispatching.
- Document time spent on proactive work on neighborhood problems.
- Assist in ensuring field units appropriately time-stamp arrival and clearance at calls for service.

I I) Training

- Hold initial and supplemental CPOP training courses.
- Ensure officers are fluent in the SARA model of problem solving.
- Sponsor and hold CPTED training in 2017.
- Transition to the nationally recognized Police Training Officer (PTO) model, which includes:
 - Problem-Based Learning Activities
 - Neighborhood Portfolio Exercise
 - Learning Activity Packages
 - SARA
 - CPTED
 - Use of situational awareness (Alastar) and crime and intelligence tools, such as ESRI and RaidsOnline.



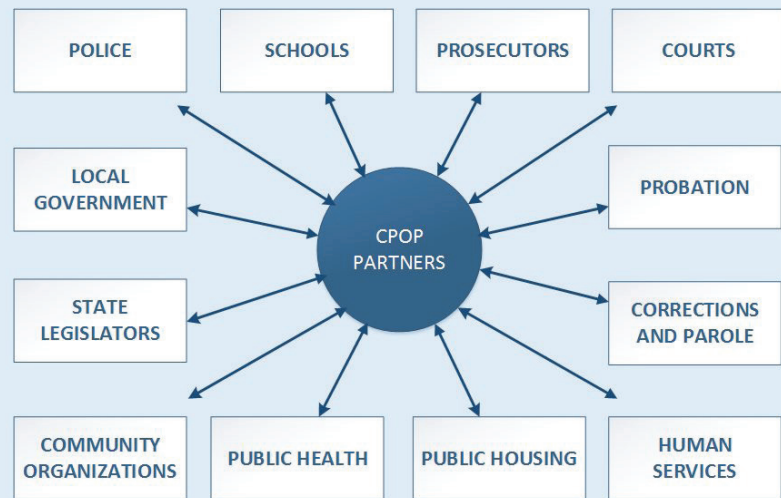


Community Expectations

Adopting problem solving as a way to make neighborhoods safer recognizes the community's role in working with the police to create long term safety in neighborhoods. Expanding public support for police service at the neighborhood level will also improve job satisfaction for patrol officers.

Collaboration is more than just cooperation among the police, community agencies, the private sector, and neighborhood residents as shown in Figure 1. Collaboration calls for a shared vision, participative problem solving, and sharing of resources. In a collaborative relationship, all partners have committed their resources to meeting the same goals (Leaville, 1991; Bellmio, 2016). Collaboration usually requires that information sharing be improved so that better decisions can be made in dealing with offenders and working with high-risk populations. Police, prosecutors, and corrections officials need to work together to identify the most predatory offenders and deal with the problems those offenders cause in the community. Human service agencies, industries, institutions, and local governments need to realize that addressing neighborhood crime problems is their joint responsibility, not just the job of the police. Confidentiality of criminal and juvenile records notwithstanding, interagency agreements will need to be developed that allow police to share information and resources with other key agencies. The figure above depicts the wide range of potential partners whose missions should support collaborative problem solving and whose personnel should help GPD implement problem solving strategies. (Bellmio, 2016)

Figure 1: ENLISTING CRITICAL PARTNERS



Bellmio, 2016

One of the barriers to police-community cooperation is a lack of trust on the part of both parties. Residents of neighborhoods, especially those in crime-prone areas, have become jaded to more “outsiders” coming into their neighborhoods to impose solutions to neighborhood problems. Many times, residents feel that these programs are done “to them,” not with them.

CPOP can help eliminate barriers through collaboration. Patrol officers can develop more trust through collaborative relationships at the neighborhood level. Through problem solving efforts, police at every level can work with their counterparts in schools, public health, parole, and probation to help promote coordinated intervention prevention work. Using a unified, cohesive community problem-oriented policing model, important community problems and issues will be addressed collaboratively at various levels within the city of Greenville, resulting in decreased crime and disorder and safer communities.



References

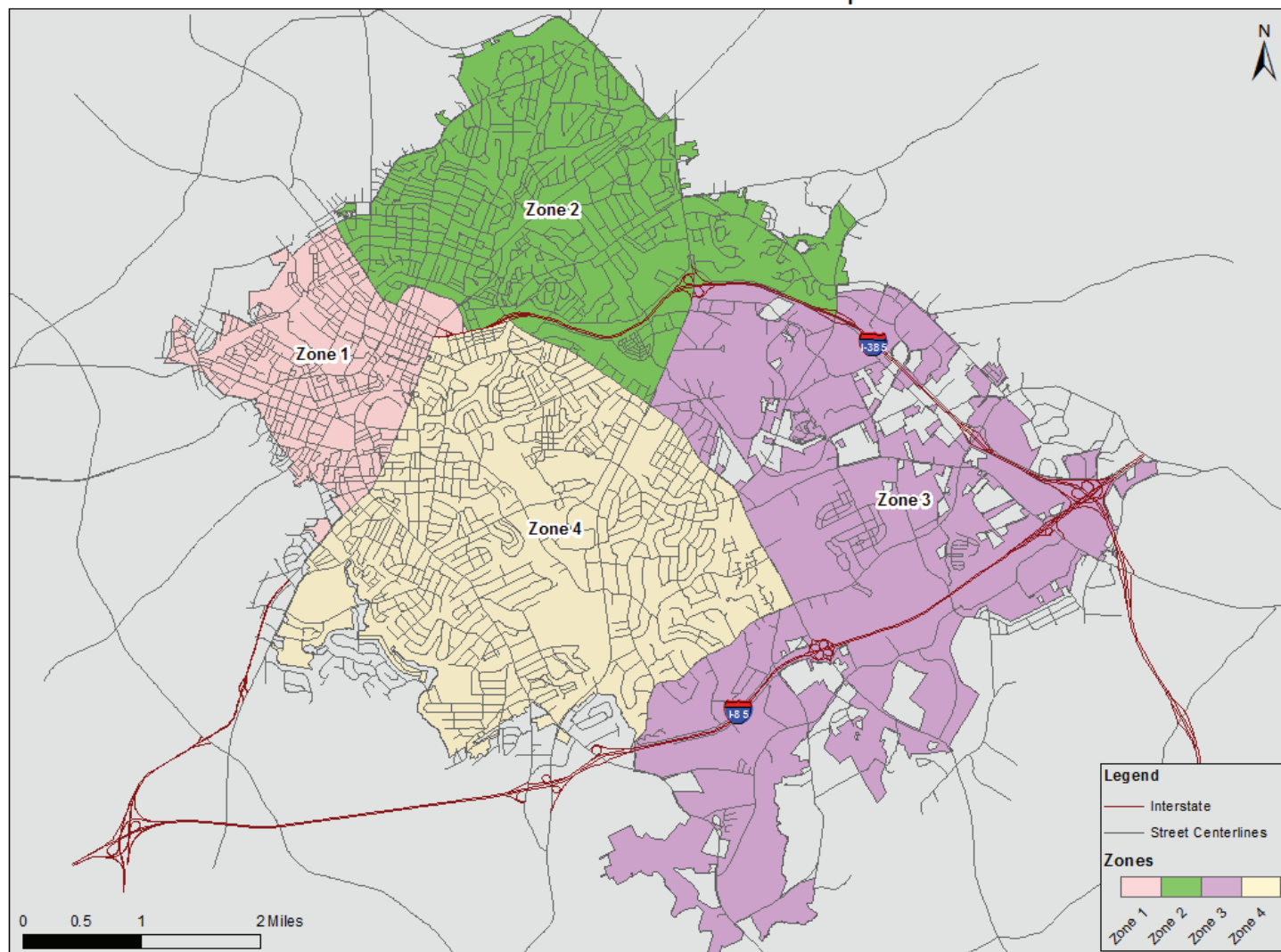
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Appendix A – 2017 Police Patrol Zones

Police Zones - Greenville Police Department





ZONE 2							
			LT				
DAYS/NIGHTS	NIGHTS/DAYS				NIGHTS/DAYS		DAYS/NIGHTS
SGT	SGT				SGT		MPO
SGT 201 (A)	SGT 202 (A)				SGT 203 (B)		MPO 204 (B) MPO 205 (B)
			BASE 0640-1900 1840-0700				
SQUAD 1 (A)	SQUAD 2 (A)				SQUAD 3 (B)		SQUAD 4 (B)
Officer 210 Officer 211 Officer 212	Officer 220 Officer 221 Officer 222				Officer 230 Officer 231 Officer 232		Officer 240 Officer 241 Officer 242
			POWER 0840-2100				
	SQUAD 1 (A)				SQUAD 2 (B)		
	Officer 250 Officer 251				Officer 260 Officer 261		
			FLEX M-TH 0900-1945 W-SAT 1600-0245				
	SQUAD 1				SQUAD 2		
	Officer 270 Officer 271				Officer 280 Officer 281		
FTO SWAT					Total Officers: 20		Current: 15*



Appendix C – SARA Process Template for Problem-Oriented Policing (Scott, 2012)

A TEMPLATE FOR A POP PROJECT REPORT

A. SCANNING

- ★ What was the nature of the problem?
- ★ How was the problem identified?
- ★ Who identified the problem (e.g., community, police managers, officers, politicians, press)?
- ★ Far more problems are identified than can be explored adequately. How and why was this problem selected from among other problems?
- ★ What was the initial level of diagnosis/unit of analysis (e.g., crime type, neighborhood, specific premise, specific offender group)?

B. ANALYSIS

- ★ What methods, data, and information sources were used to analyze the problem (e.g., surveys, interviews, observation, crime analysis)?
- ★ What is the history of the problem? How often and for how long was it a problem?
- ★ Who was involved in the problem (e.g., offenders, victims, others) and what were their respective motivations, gains, and losses?
- ★ What harms resulted from the problem?
- ★ How was the problem being addressed before the problem-solving project? What were the results of those responses?
- ★ What did the analysis reveal about the causes and underlying conditions that precipitated the problem?
- ★ What did the analysis reveal about the nature and extent of the problem?
- ★ What situational information was needed to better understand the problem (e.g., time of occurrence, location, other particulars re: the environment)?
- ★ Was there an open discussion with the community about the problem?



Appendix C – SARA Process Template for Problem-Oriented Policing (Scott, 2012) - CONT'D

A TEMPLATE FOR A POP PROJECT REPORT *(con't)*

C. RESPONSE

- ★ What range of possible response alternatives were considered to deal with the problem?
- ★ What responses did you use to address the problem?
- ★ How did you develop a response as a result of your analysis?
- ★ What evaluation criteria were most important to the department before implementation of the response alternative(s) (e.g., legality, community values, potential effectiveness, cost, practicality)?
- ★ What did you intend to accomplish with your response plan (i.e., project goal and corresponding measurable objectives)?
- ★ What resources were available to help solve the problem?
- ★ What was done before you implemented your response plan?
- ★ What difficulties were encountered during response implementation?
- ★ Who was involved in the response to your problem?

D. ASSESSMENT

- ★ What were the results? What degree of impact did the response plan have on this problem?
- ★ What were your methods of evaluation and for how long was the effectiveness of the problem-solving effort evaluated?
- ★ Who was involved in the evaluation?
- ★ Were there problems in implementing the response plan?
- ★ If there was no improvement in the problem, were other systemic efforts considered to handle the problem?
- ★ What response goals were accomplished?
- ★ How did you measure your results?
- ★ What data supported your conclusions?
- ★ How could you have made the response more effective?
- ★ Was there a concern about displacement (i.e., pushing the problem somewhere else)?
- ★ Will your response require continued monitoring or a continuing effort to maintain your results?